

Date: June 27, 2011
To: Board of Trustees
From: Director of Education
Subject: Monitoring Report on Board Policy IV 007 "Financial Planning and Budgeting"

Type of Report: Internal Monitoring
 External
 Direct Inspection

Type of Information: Information for Decision Making
 Information Only
 Monitoring Information

CEO AFFIRMATION

I hereby present my monitoring report on your Executive Limitations policy IV 007, "Financial Planning and Budgeting" according to the schedule set out. I certify that the information contained in this report is true.

Roger D. Lawler, CEO

INTRODUCTION: This policy was approved by the Board of Trustees on April 28th, 2008. This is the fifth monitoring report for this policy.

BROADEST POLICY PROVISION:

Financial planning for any fiscal year or the remaining part of any fiscal year shall not deviate materially from board's Ends priorities, risk fiscal jeopardy, violate the Education Act or Ministry of Education Guidelines, or fail to be derived from a multi-year plan.

OPERATIONAL DEFINITION:

Budget planning must be achieved in such a way that it is lawful, protects the board from harm by being a safe, reliable, conservative, transparent plan that is clearly designed to meet the organizational Ends.

Financial planning avoids fiscal jeopardy in three ways:

1. By presenting the board with a balanced budget as required by section 231 of The Education Act
2. By developing a budget within the 5 planning areas of administration, student transportation, learning services, facilities and capital wherein each area must develop a balanced budget as part of an overall deliberate strategy to avoid fiscal jeopardy.

3. Where the budget is planned for a multi-year period which I interpret to be
 - a) within a window of years of known revenue. In this case the multi-year plan is derived from the government announcement to provide funding for the period up to August 31, 2012, and,
 - b) the multi-year plan entitled *Strategic Direction 2010-2014* which flows from Board Policy I 001, Ends, and section 169.1 of The Education Act; that is, the requirement that the board have a multi-year plan to address student achievement and well-being.

Budget planning will be developed using the Ends priorities and a correlation between those priorities and the budget will be drawn.

Compliance will be demonstrated through:

- Presentation to the board of a balanced budget that is consistent with section 231 of The Education Act; that is, that the approved budget shall not have expenditures than exceed estimated revenues.
- Presentation of a budget that is planned and presented within 5 planning areas that according to Ministry of Education protocol – replicate the way funding is allocated to school boards through the following envelopes: board administration, transportation, facilities, capital and learning services.
- A budget that is within the four-year window of our revenue flow from the government as per the Provincial Framework Agreement; that is, 2008-09 to 2011-12.
- Presentation of a budget that is consistent with the multi-year plan, entitled *Strategic Direction: Key Success Measures 2010-2014*.

I believe this interpretation “for risk fiscal jeopardy” and “violate the Education Act or Ministry of Education Guidelines” is justified because the board is required to follow section 231 of The Education Act and submit a balanced budget. The Ministry established the process of submitting balanced budgets to prevent a board from entering fiscal jeopardy.

I further believe that the interpretation for “fail to be derived from a multi-year plan” is justified because the government has announced funding to the end of August 31, 2012 and it is imprudent to plan beyond the timeframe for known revenue. Thus our work can be conservatively estimated.

I believe the interpretation of demonstrating where the budget is consistent with Ends as addressed through the multi-year plan is appropriate because the Strategic Direction 2010-2014 flows from Board Policy I 001, “Ends” and is consistent with section 169.1(1)(f) of The Education Act; that is “every board shall develop a multi-year plan aimed at achieving the goals referred to in clauses (a) and (c)”; that is “(a) promote student achievement and well-being, and (c) deliver effective and appropriate education programs to its pupils.”

DATA TYPE:

- Budget presentation that links the budget to the multi-year plan.
- Presentation of a balanced budget
- Proof that budget revenue is within the window of known revenue.

ACTUAL DATA

The following data is presented in support of compliance for the broad policy provision:

Policy Provision	Evidence	Compliance								
Violate the Education Act or Ministry of Education Guidelines	<p>The draft budget presented for board consideration is balanced whereby</p> <table data-bbox="446 546 1039 735"> <tr> <td>Revenues</td> <td>\$245,400,083</td> </tr> <tr> <td>Expenditures</td> <td>245,538,083</td> </tr> <tr> <td>Use of Accumulated Surplus</td> <td>138,000</td> </tr> <tr> <td>Surplus/Deficit</td> <td><u>\$ 0</u></td> </tr> </table> <p>The budget administration is presenting requests the use of \$138,000 from the accumulated surplus (formerly known as reserves) to support the implementation of the Fully Alive program. Implementation will occur over three years. Accordingly, there will be a request in 2012-13 and 2013-14 for a similar amount to implement the program.</p>	Revenues	\$245,400,083	Expenditures	245,538,083	Use of Accumulated Surplus	138,000	Surplus/Deficit	<u>\$ 0</u>	<p>I report compliance. The budget submission to the board is balanced within the definition of a balanced budget as set out by section 231 of The Education Act.</p>
Revenues	\$245,400,083									
Expenditures	245,538,083									
Use of Accumulated Surplus	138,000									
Surplus/Deficit	<u>\$ 0</u>									
Avoid fiscal jeopardy	<p>Preparing and submitting a balanced budget is a primary test of avoiding fiscal jeopardy; that is, staying within known revenues when expenditures are prepared.</p> <p>By deliberating planning within 5 planning areas that replicate the six funding model envelopes, staff is able to set out a comprehensive plan for each area that identifies known revenue and plans expenditures to meet revenues. In this way, needs are met within each area and the overall integrity of system needs are addressed without having to jeopardize one planning area for another.</p>	<p>I report compliance. The enclosed budget presents planning areas within known revenue and where there is a revenue surplus these funds are transferred – according to Ministry of Education protocols – to other planning areas to address needs.</p> <p>It is noted that this budget transfers surpluses in administration of \$221,280 and \$462,551 in Transportation to support Learning</p>								

		Services.
Policy Provision	Evidence	Compliance
Fail to be derived from a multi-year plan	<p>In 2009-10 the Government of Ontario provided school boards with an indication of their revenue flow for the next four years subject to adjustments for enrolment. This was provided as a result of the four year provincial discussion table agreements. Knowledge of our revenue permits us to develop <i>realistic</i> long-term plans rather than reacting from year-to-year because funding is either not known or changed. We are in the third year of planning within the revenue flow. The fourth year will be the 2012-13</p> <p>As a result of the board's Ends policy and section 169.1 of The Education Act requiring multi-year plans, senior administration has put together a multi-year plan that was brought to the board in December 2010 that enables us to align the board Ends statements, provincial direction, and our mission and vision with funding.</p>	I report compliance both in terms of operating within known funding and in terms of developing a multi-year plan that sets out goals to 2013-14.
Not deviate materially from board Ends priorities	<p>The document "Strategic Direction 2010-2014" is a multi-year plan aimed at addressing the key learning and operational outcomes that will be measured to ensure that we are demonstrating our <i>Ends</i> statements.</p> <p>The <i>Ends</i> statements are the foundation of the document. From these <i>Ends</i> three broad priorities are formed. The first, <i>Building capacity to improve student learning</i> is directly linked to section 169.1 of The Education Act and our role in promoting student achievement and student well-being. Furthermore, the first priority address our <i>Ends</i> statement on academic success and learning communities that are inclusive.</p> <p>The second broad priority, <i>Nurturing Our Catholic Community</i>, addresses our <i>Ends</i> on inclusivity, preferential option for the poor, contribution to the common good, interdependence with the home, school and parish, living one's faith and knowledge of one's faith.</p> <p>The third broad priority, <i>Building Capacity to Lead and Learn</i>, addresses our <i>Ends</i> on caring stewards of scarce resources, contributors to society through environmental action, learning communities that are lived models of our Catholic faith through ongoing leadership capacity building.</p> <p>Each broad priority has specific Task Teams that</p>	<p>I report compliance. The Strategic Direction plan is revised annually based upon changes to either board policy, Ministry policy or through data collected that results in a change in direction or strategy.</p> <p>The Strategic Direction plan is consistent with section 169.1 of The Education Act that requires school boards to have a multi-year plan that focuses on students achievement and student well-being.</p>

	<p>have been formed for a period not exceeding four years. These Task Teams represent a broad cross section of the system. Their role is to identify strategies for each year. Each annual report will report on measurements on how we are demonstrating the <i>Ends</i> through the targets that have been set and where something is demonstrated anecdotally rather than through a measurement, the anecdotal comments will be reported. Each of the budget holders can connect the work of their Task Team to the priorities established through the <i>Strategic Directions</i> document and thus reflective of the board's Ends.</p>	
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STATEMENT OF COMPLIANCE:

I report compliance

POLICY PROVISION #1:

Develop a budget without conducting a formal process for soliciting input on the needs and priorities of the system.

OPERATIONAL DEFINITION:

I interpret this to mean that stakeholders such as parents, trustees and employees who have a vested interest in the budget will be invited to provide input through a formal process designed to gather a variety of perspectives on the short term and long term needs and priorities of the system. Priorities will be formulated as a result of groups and individuals being asked to reflect on our vision statement: *“Our Catholic Schools: Heart of the community, success for each, a place for all.”*

Specifically, individuals and groups will be invited to provide input through a web-based survey that asks individuals to rank priorities that have been identified as priorities by budget holders in the 5 key planning areas. Employee group representatives were also invited to participate in the web based survey as well as to submit in writing suggestions for the budget and a rationale for focusing on these areas.

Compliance will be demonstrated through:

- Collating the budget stakeholder survey responses, and,
- Identifying how the results were used by the CEO and senior administration in planning the budget.

I believe this interpretation is justified because the focus on our vision over the long-term creates the opportunity to focus on our vision as the screen for budget decision-making. Furthermore, demonstrating how the compiled input was used in planning and developing the budget helps to ensure transparency and is an indication that those who provided input were heard.

DATA TYPE

- Demonstration of how the data was used as part of the budget process

ACTUAL DATA

The following chart outlines the four data points for demonstrating compliance with this policy provision.

Policy Area	Evidence
What the material from the various groups reveals.	See Appendix ‘A’ of the budget package.
How the material was used in planning the budget.	See Appendix ‘A’ of the budget package.

STATEMENT OF COMPLIANCE

I report compliance

POLICY PROVISION #2:

Develop a budget without employing credible projection of revenues and expenses, separation of capital and operational items, cash flow, and disclosing planning assumptions.

OPERATIONAL DEFINITION:

When the budget is developed:

Credible revenue: the methodology used to calculate “credible revenue” is the same as that used to calculate “funds than are conservatively projected to be received” in policy provision #3 below.

Capital items: are those items that are funded from renewal grants, Ministry special approvals, or capital debt that is guaranteed by the Ministry of Education.

Cash flow: is the sum of transfer payments from the Ministry, grants, and other revenues received by the board, broken out on a monthly basis compared to expended monthly expense payments.

Operational items: are those items that are not from capital (as defined above), and are not related to school fundraising or reserves.

Planning assumptions: are all of those factors that make a significant impact on the budget, for example, but not limited to:

- any rules around the use of funds that have been mandated by the government,
- any changes in legislation from year-to-year that may occur through the funding announcements,
- any assumptions that may be made with reference to the overall financial health of the school system.

Compliance will be demonstrated when the budget as presented through a chart showing

- projection of revenues and expenses [See chart 3 below]
- the separation of capital from operational items [See chart below]
- when the cash flow to the board will occur [See chart below]
- disclosure of planning assumptions and why these planning assumptions are critical to the budget development. [See chart below]

I believe this interpretation is justified because:

credible projections: the vast majority of the board’s revenue is based on the board’s projected enrolment. To be consistent, it is prudent to use the same methodology used to define “credible projection of revenues and expenses” as is used to define “plan the expenditure in any fiscal year of more funds than are conservatively projected to be received in that period”.

Furthermore, I believe the other elements of the interpretation are self-evident. That is, the chart below shows the separation of capital from operating; cash flow; planning assumptions.

DATA TYPE

- Revenue projections based on the process outlined in Provision #3
- Separation of capital and operating expenditures
- Budget presentation identifies when cash flow is provided to the school board
- Planning assumptions that are used to develop the budget are shared and discussed.

ACTUAL DATA

Policy Area	Evidence
Projection of revenues and expenses	<p>GSN revenues are \$234.4M or 93.8% of the Board's total budget, which are largely attributed to enrolment; 6.2% of Board revenues are from other sources. Conservative enrolment projections ensure that we do not prepare unrealistic budgets. The fact that only 6.2% of our revenues are from other sources does not allow for over-inflation of these funds. Our GSN percentage of total revenues is consistent from year to year which is also lends to the credibility. Our total revenue for 2011-12 is \$245,400,083</p> <p>Following our planning assumptions whereby each planning area must balance within their allocation ensures that over-budgeting does not occur. Therefore, our projections for expenditures at \$245,538,083 are a direct reflection of the revenues received and the request to use \$138,000 from the accumulated surplus (reserve fund).</p>
Separation of capital from operational items	<p>The operational budget is \$228,711,501 or 93.1% of the total budget. Capital items such as debt and assets of an enduring nature constitute \$16,826,582 or 6.9% of the total budget. Operational items are considered day to day expenditures to maintain Board operations. Capital items are distinct and have specific financial treatment which necessitates their separation from operating. The Ministry of Education also requires that capital and operating items be separated to reflect our available funding.</p>
When the cash flow to the board will occur as part of the budget implementation cycle.	<p>Cash is flowed to the Board on the 18th of each month. 12% of our total allocation is received in September, with 8% being received in each subsequent month.</p> <p>It is important to ensure that all Ministry reporting requirements are met on time to avoid delay of funds.</p>
Policy Area	Evidence
Discloses planning assumptions and discloses	Planning Assumptions are as follows:

<p>why these planning assumptions are critical to the budget development.</p>	<p><u>External requirements:</u></p> <ul style="list-style-type: none"> • Approved, “balanced budget” submitted on time to avoid financial penalties • Targeted funds must be spent accordingly for Ministry specified initiatives such as Special Education, Specialist High Skills Major etc. • Administration and Governance expenditures must be balanced within funding allocation; no over-spending allowed • Compliance with the Education Act and financial regulatory bodies (PSAB) <p><u>Internal requirements:</u></p> <ul style="list-style-type: none"> • Adequate time to prepare and consult for budget priorities • Each planning area must balance within their allocation received • Direction of system funds to address Catholic Education and faith priorities which make us distinct. Examples of distinctiveness are programs include Religious Education, Family Life, Chaplaincy, preferential option for the poor, poverty awareness and action, and our Catholic Education Leadership programs. • Compliance with Board policies
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STATEMENT OF COMPLIANCE

I report compliance

POLICY PROVISION #3:

Plan the expenditure in any fiscal year of more funds than are conservatively projected to be received in that period.

OPERATIONAL DEFINITION:

Budget planning in June uses – as per the legislation – the following October and March enrolment projections. Projections are verified in the October and March when the actual enrolment materializes. Accordingly, to ensure planning is accurate, one has to be conservative and prudent in the planning process or face significant challenges when actual enrolment numbers come in particularly if there are fewer students on the role than were projected. We will use as a measuring tool that our enrolment projections over a five year period that will be +/-1% of the actual enrolment at the end of the budget year.

This policy provision also deals with revenues wherein expenditures will not exceed revenues. The board budget, by legislation, must be balanced. Furthermore, since the overall majority of board revenues are based on enrolment, the planned budget will be based on conservative enrolment projections as outlined below. This will result in a low potential for a deficit when the actual enrolment is known in October.

Compliance will be demonstrated when enrolment projections are shown to take the following items into account and, when using the revenue number thus developed, projected expenditures will be less than or equal to the projected revenues for the proposed school year budget.

Enrolment projections have been calculated using a recognized method of calculating enrolment within the education sector; that is, the previous year's enrolment is graduated to the next grade level and adjusted for historic retention rates. Junior Kindergarten enrolment is predicted based on Regional birth rates, on hand registrations from the February JK registration process. A growth factor is applied to estimate new registrants in other grades.

I believe this interpretation is justified because the board's revenue is driven almost exclusively by the projected student enrolment. Furthermore, the interpretation is justified because, there is a five-year track record of evidence outlined below that this inherently conservative approach has led to positive results regarding budget development in submitting and maintaining a balanced budget from original projections in June to confirmation of enrolment in October. Knowledge of a five-year history of enrolment is recognized as a standard in methods for projecting enrolment.

DATA TYPE

- The five year history of budgeted enrolment compared to the actual enrolment realized in each year.
- Evidence that expenditures in the proposed budget do not exceed revenues that are conservatively projected.

ACTUAL DATA

Each year elementary and secondary enrolment is projected for the following school year and this figure is used to calculate the amount of revenues that the board is expected to receive. The enrolment figure for budget purposes is determined as follows:

- Each fall the October 31st enrolment, from both elementary and secondary, is used to update the board's long range enrolment projections. This process involves graduating each grade to the next year while applying factors for retention and growth. New kindergarten registrations are estimated based on birth data and past trends within the individual school communities; as verified by the Region of Waterloo and Canadian census data.
- In March, April, and May staffing reports are submitted by each school principal based on the expected enrolment at their school for the following year. This information incorporates new kindergarten enrolments as they are received at the school.
- The Capital Planning department uses this information to validate or modify the enrolment projection that was completed in the fall. This projection continues to be modified as new information becomes available.
- At the secondary panel enrolment at each school is estimated based on program option sheets submitted by the students. These numbers are adjusted according to historical trends to account for a drop off in enrolment between June and October and between October and March to calculate an average daily enrolment.
- The school generated enrolment figure is compared against the Capital Planning department projections and a final projection for budget purposes is developed.
- In the case of both elementary and secondary enrolment projections there is a preference towards a conservative estimate.

The table below illustrates the comparison between the enrolment projections used for budgetary purposes and the actual average daily enrolment that was realized the following year:

Year	Budget Forecast (ADE)			Actual Enrolment (ADE)			% Deviation from Forecast		
	Elem	Sec	Total	Elem	Sec	Total	Elem	Sec	Total
2005/06	15,271.0	7,314.5	22,585.5	15,252.1	7,274.3	22,526.4	-0.12%	-0.55%	-0.26%
2006/07	14,935.0	7,475.5	22,410.5	14,935.4	7,494.7	22,430.2	0.00%	0.26%	0.09%
2007/08	14,526.0	7,518.3	22,044.3	14,648.0	7,582.0	22,230.0	0.83%	0.84%	0.84%
2008/09	14,377.0	7,450.0	21,827.0	14,348.0	7,485.0	21,833.0	-0.20%	0.47%	-0.03%
2009/10	14,116.0	7,447.0	21,563.0	14,087.0	7,362.0	21,449	-0.21%	-1.15%	-0.53%
2010/11	13,919.0	7,099.0	21,018.0						
2011/12	13,812.0	6,891.0	20,703.0						

The proposed 2011-2012 school year budget projects revenues of \$245,400,083. These revenues are largely based on the enrolment calculations as noted above. As noted in the broad policy provision above, expenditures for the 2011-2012 school year budget are not planned to be in excess of revenues that are conservatively projected to be received during the 2011-2012 school year period.

STATEMENT OF COMPLIANCE

I report compliance

POLICY PROVISION #4:

Provide less for board prerogatives during the year than is set forth in the Cost of Governance policy.

OPERATIONAL DEFINITION:

Trustees will provide the CEO with a budget for Board prerogatives and this budget will be incorporated into the full budget prepared by Senior Administration for presentation to the board.

Compliance will be demonstrated by illustrating through a summary report that a sum of all the line items in the budget related to trustees equals the submitted trustee budget.

I believe this interpretation is justified because it is the responsibility of the Board of Trustees through Board Policy II 013, Cost of Governance, to provide direction and then to develop their budget proposal based on their policy.

DATA TYPE

- Report as part of budget presentation on where trustee prerogatives are included in the overall budget.

ACTUAL DATA

Policy Area	Evidence
The line items in the budget related to trustees equals the submitted trustee budget.	<p>The Board of Trustees submitted budget requests in the overall amount of \$138,000. The following amounts are reflected in the 2011-12 school year budget:</p> <ul style="list-style-type: none"> • Meetings/PD for trustees \$ 9,000 • Non-mileage Travel expenses \$ 20,000 • Catering \$ 700 • Travel within the Region \$ 10,000 • Travel outside the Region \$ 3,000 • Phone \$ 50 • Office supplies \$ 250 • Legal Fees \$ 7,500 • Contracts with consultants \$ 5,000 • Board Memberships \$ 80,000 • Trustee Awards \$ 500 • Miscellaneous \$ 2,000 • Total \$138,000

STATEMENT OF COMPLIANCE

I report compliance

POLICY PROVISION #5:

Present a budget that has not met the criteria of timely, open, two-way sharing, and allowing sufficient time for decision-making.

OPERATIONAL DEFINITION:

Open, two way sharing means that there will be sufficient opportunity for trustees, staff, members of the public to review, understand and have questions answered from senior administration about the school year budget. This will occur when the budget process includes a consultation process that provides opportunities for individuals as well as budget holders as outlined in policy provision #1 to receive and provide information as well as to be heard. Timely is defined as providing two or more opportunities from when the budget process begins in February to when the process concludes in June for dialogue, input and reflection on budget priorities and the actual draft budget.

I interpret allowing time for sufficient decision-making to mean the Board of Trustees and their decision-making role. The process will ensure that the formal budget is presented to the Board of Trustees no later than the second Wednesday in June with at least two occasions between the presentation and meeting for approval of the monitoring report for the Board of Trustees to ask questions of clarification, to utilize electronic communications during the budget process to make inquiries, to receive responses from administration and to receive delegations from the public on the proposed budget.

Compliance will be demonstrated by:

- Identification of how the information gathered influenced the budget.

I believe this interpretation concerning two-way sharing is justified because it not only addresses groups which the budget process is mandated to consult, that is, SEAC, it also provided the opportunity for all staff, trustees, Catholic School Councils and the general public to participate in the budget priority setting process. Moreover, the process includes mechanisms for providing feedback to all participants.

I believe the interpretation concerning sufficient time for decision-making by the Board of Trustees is reasonable because the budget development process takes approximately three months to complete before a draft budget can be presented. Consequently receiving the budget in June and having an opportunity each week to formally ask questions of clarification should satisfy the time of sufficient time for decision-making. This is the process used by most school boards, particularly because of restrictions around local flexibility and provincially mandated spending.

DATA TYPE

- Identification of the sharing process.
- A schedule of when trustees had the opportunity to dialogue on the budget is presented.
- Trustees indicate prior to approving the budget monitoring report that their major questions have been answered.

ACTUAL DATA

Policy Area	Evidence
Results of surveys administered as part of budget development process.	The survey was administered between March 24 th , 2011 and April 8 th , 2011. The summary data from the survey is found in Appendix 'A' of the budget binder.
A schedule of when trustees had the opportunity to dialogue on the budget.	<p>The following dates were opportunities for trustees to dialogue on the budget on:</p> <ul style="list-style-type: none"> • Via on line survey – input on priorities • March 21,2011 - input on trustee budget (5 responses) • May 16, 2011 - staff presentation on revenues and expenses • June 8, 2011 - presentation of draft budget • June 20, 2011 - questions on budget and commentary on monitoring report. • June 28, 2010 - decision-making on budget.

STATEMENT OF COMPLIANCE

I report compliance.

POLICY PROVISION #6:

Present a budget that:

- a) Cannot be readily understood by persons without a financial/education background
- b) Is not clear, transparent, and understandable
- c) Does not include trend analysis and historical comparators

OPERATIONAL DEFINITION:

The creation and presentation of the budget will ensure that individuals – particularly the trustees who need to approve the budget monitoring report– would be able to know and understand how the overall budget supports learning. People viewing the budget presentation will reach this level of understanding. Moreover, whenever the budget information is presented individuals will be able to grasp the board’s current financial condition through the use of trends and historical comparators, what challenges the system faces as the budget is developed and where the system will be as a result of the budget.

Compliance will be demonstrated through:

- 1. The budget contains trend analysis and historical comparators;
- 2. The Board of Trustees approves the budget monitoring report as compliant thus indicating that the budget is clear, transparent, and understandable.

I believe this interpretation is reasonable because it is the role of the trustee to understand the financial condition and background of the system in their role as individual trustees and as a board who approve the school year budget through approval of the budget monitoring report. Furthermore, trustees have more opportunities than the general public to ask questions of clarification on the budget.

DATA TYPE

- Data on trend analysis

ACTUAL DATA

Policy Area	Evidence
The presentation contains trend analysis and historical comparators.	See Appendix ‘B’ in the budget binder.

STATEMENT OF COMPLIANCE

Compliance will be determined on June 20th through the Board of Trustees approval of this monitoring report.

*Bylaw 4.2 “where the Board of Trustees receives from the Director of Education a monitoring report that flows from a responsibility delegated to the Director under Board Policy – *except where approval is required by the Board of Trustees on a matter delegated by policy to the Board* - the minutes of the Meeting at which the Report is received shall expressly provide that the Board has received and approved of the Report as an action consistent with the authority delegated to the Director, subject in all instances to what otherwise actually occurred.”